

REFUGEE

Arizona Refugee Resettlement Journal

resettlement

Volume 2, Issue 4

March 2002

REFUGEES MAY BE RETRAUMATIZED

TEACHING DURING TRAUMA

by Myrna Ann Adkins and Erik Harper

FOCUS ON THE STUDENTS AND TEACHERS

Recent events at the World Trade Center and the Pentagon have heightened the possibility that refugees currently being served in local programs will

experience trauma or become retraumatized. For many refugees, their ESL programs are the places where they will find their primary, in-depth contact with Americans with whom they can feel safe and whereby they can ask questions. Yet, teachers and administrators are themselves struggling with their own feelings and responses, while grappling with how best to assist refugees, especially those who were recently in other countries where war, trauma and uncertainty was a way of life.

Following are some brief tips both for working with refugees in the classroom and for paying attention to the needs

of teachers and others in programs and agencies who serve them. Some brief information on the experience of "crisis" is also included.

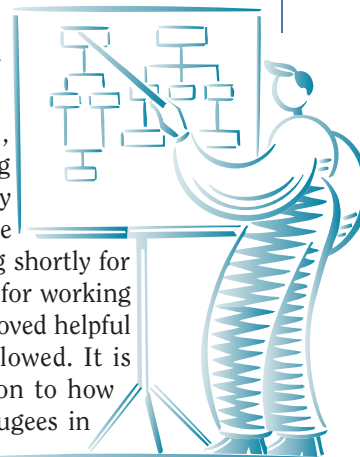
THE BALANCE: PROVIDING INFORMATION AND CLASS AS USUAL

On the morning of Sept. 11, 2001, staff at the Spring Institute began the day wondering how to assist the refugees that would be arriving shortly for class. They developed a model for working with the adult students that proved helpful then and in the days that followed. It is likely that thoughtful attention to how we interact and work with refugees in the aftermath of this crisis, and in the face of

new or additional crises, will be necessary. These basic guidelines have emerged:

- Above all, remember that your primary job is to be a teacher. Do not try to become a counselor or therapist for your students.
- Provide students basic information about what is happening. Ask them what they understand or already know, then offer clarification as you can.

continued on page 6



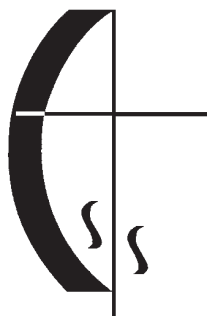
INSIDE

Letter from the State Coordinator	2
Survivors of Torture	3
Worker on Oprah	3
Form I-9 Explained	4
Sept. 11 Presidential Determination	8
Coping with events	9
Torture treatment centers close to Arizona	10

ORR GRANTS FUNDING FOR CSS' PAST PROGRAM

Catholic Social Services of Phoenix has recently been granted funding and status from the Office of Refugee Resettlement to provide services for torture survivors. The program, called Phoenix Arizona Survivors of Torture, or PAST, was awarded funding as of Oct. 1, the start of the federal fiscal year.

For now, services will be provided primarily at the Refugee Women United for Progress and at the Iraqi Association. Additionally, some



services may be provided in clients' homes. Services include:

- Intake and functional assessment.
- Case coordination.
- Support/information groups.
- Specialized torture survivors medical assessment, consultation and care.
- Information and referral.
- Counseling.
- Training and educational programs for professionals.

continued on page 11

A LETTER FROM THE STATE COORDINATOR

Dear Friends and Colleagues:

It is indeed a changed world. We have to adjust our thinking, our actions and our views of what is possible — because the seemingly impossible has already happened.

I think these adjustments are especially hard for the refugee and immigrant communities and for those who work closely with them. These communities have already had to adjust to many new ways of thinking upon their arrival in this country. Now, they have to do it all over again, with the added burden of painful memories of their lives in their countries of origin.

This issue is all about these adjustments — Where do we go from here? How has our government adjusted its policies? How do we help our clients deal with all that's happened? How do we deal with all these events ourselves?

Our main article is about teaching during and after a crisis. This in-depth article offers techniques and strategies for the teacher and the students to deal with a crisis and work through it without the crisis overwhelming the classroom, the students or the teachers. As a corollary to this article, we also have a story about survivors of torture and how Sept. 11 may affect victims of torture. Kathi Anderson, executive director of Survivors of Torture International, offers advice on how to identify the signs and symptoms of a possible survivor, how to work with these people and how not to be overwhelmed yourself.

We also have two State Letters from the ORR, detailing the changes in policies since Sept. 11. One is about the Form I-9, which deals with work eligibility requirements, and the other is about the changes to the number of immigrants/refugees allowed into the country during federal fiscal 2002.

As we adjust and return to our "normal" routines, I hope you will keep us informed as to what has worked for you, your communities and your clients. This journal has always been a forum for the exchange of ideas and the sharing of success stories. It is my sincere hope that, especially now as we adjust, this journal remains a vehicle of sharing.

Sincerely,



Rex Critchfield

Program Administrator

Community Services Administration

Division of Aging & Community Services



REFUGEE Arizona Refugee Resettlement Journal resettlement

The *Arizona Refugee Resettlement Journal* is a quarterly publication produced by the Arizona Refugee Resettlement Program, which is federally funded and administered by the Arizona Department of Economic Security.

Currently, the publication is circulated to 400 program providers, members of the refugee community and other interested parties.

Editorial contributions are accepted. Materials will be edited for political and/or religious viewpoint, grammar, style and length. The Department of Economic Security reserves the right to refuse any articles submitted. For editorial standards, please contact Elizabeth A. Gannon at (623) 551-1262 or e-mail at eagannon@qwest.net.

The Department of Economic Security is not responsible for opinions or views stated in bylined articles.

ACTING ARIZONA REFUGEE RESETTLEMENT PROGRAM STATE COORDINATOR

AND EDITOR-IN-CHIEF

Rex Critchfield

PROJECT OFFICER

Bonnie Wood

SENIOR PROGRAM SPECIALIST

Gail Gibbons, MSW

ASSOCIATE EDITOR

Elizabeth A. Gannon

The Write Advantage Inc. Newsletters!

(623) 551-1262

e-mail: ewrites@cox.net

DESIGN/PRODUCTION

Vickie Mullins, Jack Mullins

The Write Advantage Inc. Newsletters!

(602) 996-1766

e-mail: vickiewrite@cox.net

Copyright 2002 by the Arizona Department of Economic Security, which is solely responsible for the editorial content. All rights reserved.

Arizona Department of Economic Security

Community Services Administration

1789 W. Jefferson St., Site Code 086Z

P.O. Box 6123, Phoenix, AZ 85005

(602) 542-6600 • Fax: (602) 542-6400

www.de.state.az.us

For additional copies of the newsletter go to

www.de.state.az.us/links/csa_web/index.html.

This document available in alternate formats by contacting the ADA Coordinator at (602) 542-6600.



DEALING WITH TORTURE**TORTURE-TREATMENT PROGRAM FUNDED**

Survivors of Torture International has just begun its second year of funding by the Office of Refugee Resettlement. The organization was one of only about 17 across the country to be approved for funding. These organizations had to submit a proposal to enter the bidding process. The money — \$7.2 million — was approved by Congress for funding victims of torture treatment programs throughout the country.

“Winning was rather bittersweet for us,” said Kathi Anderson, executive

director of Survivors of Torture, International. “There was such a lot of sharing of information among the competitors. We really relied on each other quite a bit during the bidding process, and not everyone ended up being funded.” Survivors of Torture, based in San Diego, has a three-part mission statement:

- To be a healing resource for victims and families.
- To educate the professional and lay communities about torture.
- To be an instrument to end torture.

“I know that these are lofty goals,” said Anderson. “But, they are all very achievable. In fact, we have met and exceeded our goals in the almost five years we’ve been in operation.”

The center was incorporated in 1997. During that year, the board was established and policies were put in place. In 1998, the organization assisted 52 clients. In 1999, there were 53 clients, and in 2000, about 100. In this past year, with ORR funding, the center helped 133 victims of torture and their families. “About 60 percent of our clients are applying for asylum; the other 40 percent are refugees and immigrants Anderson said. “Since we’ve been tracking the outcomes, there has been a 100 percent success rate in gaining asylum for our clients.”

The national average for successfully achieving asylum is about 5 percent, according to Anderson. She attributes her organization’s extraordinary success rate to in-depth screening and to getting everyone involved in the counseling process.

“Torture is extremely toxic to everyone involved,” she said. “We educate and offer debriefing sessions to the attorneys, interpreters, physicians and anyone else involved in the process. These people are hearing the horrendous stories and may begin to experience some of the same symptoms as the victims

themselves. This is called vicarious traumatization, and its effects can be very debilitating.”

All these people are welcome and encouraged to participate in training sessions, debriefing sessions and even the Tai Chi classes Anderson has set up in the Survivors facility. All this interaction helps ease the effects of vicarious traumatization.

The center itself has a staff of eight, but the network of assistance is quite large. The organization works closely with 25 trained therapists who help with case staffing; 25 to 30 physicians, mostly through an organization called “Doctors of the World”; about 20 interpreters in the area; and about 25 attorneys. All of these people undergo training developed and conducted by the Survivors organization.

“We subcontract many of our services,” Anderson said. “In this way, we are able to share rewards, minimize the effects of vicarious traumatization and become more geographically diverse.”

Most of the referrals for the organization come from within the refugee communities and from the attorneys working with them.

“We thought, naively maybe, that our client base would be primarily Central Americans,” Anderson said. “But, we really have quite a range of clients from many different countries, including African countries and Middle Eastern countries. Because of this

continued on page 5

WORKER ON OPRAH

The IRC’s education coordinator in Peshawar, Nina Papadopoulos, spoke to the Oprah Winfrey Show on Monday, Dec. 3, about Afghan refugee women in this time of transition in Afghanistan and Pakistan.

The IRC has been providing educational services to Afghan refugees in Pakistan for nearly two decades. Papadopoulos supervises a team of 50 Afghan women, who train other Afghan women as teachers and school administrators. The program provides support and supplies to more than 30 local schools, attended by 25,000 refugee children. More than 70 percent of the students are girls.

“Our program aims to give Afghan children and women the skills, tools and confidence they need to someday help rehabilitate their home land,” Papadopoulos said.

To learn more about the IRC’s educational program in Pakistan and Afghanistan, visit www.intrescom.org/support/index.cfm. ■



EMPLOYEE ELIGIBILITY FORM EXPLAINED

The Office of Refugee Resettlement issued State Letter 01-30 Nov. 21, regarding employment eligibility requirements.

From: Nguyen Van Hanh, Ph.D., Director, Office of Refugee Resettlement

PURPOSE OF THIS LETTER

The ORR funds and administers programs for refugees, asylees, Cuban and Haitian entrants, Amerasians and victims of severe forms of trafficking. In most cases, these special populations have the right to work in the United States. These individuals, and the agencies that serve them, should be aware of employment eligibility requirements in the United States and the actions to take if a work-authorized individual encounters difficulties when applying for or maintaining employment. ORR and the Office of Special Counsel for Immigration-Related Unfair Employment Practices (OSC) at the Department of Justice have prepared this State Letter to provide information on employment eligibility requirements.

This State Letter provides:

1. Background information on employment eligibility in the United States.
2. An overview of the work of OSC.
3. An overview of the I-9 Employment Eligibility Verification Form (Form I-9).
4. Answers to frequently asked employment eligibility questions from ORR-assisted populations.

BACKGROUND INFORMATION

The Immigration and Nationality Act (INA) prohibits the knowing hire of individuals who are not authorized to work in the United States. The INA, consequently, requires employers to verify the identity and employment eligibility of every employee hired after Nov. 6, 1986. Employers who do not comply may be sanctioned. As part of this process, all new hires must complete Section 1 of the INS Form I-9 and present to their employer documentation establishing identity and work eligibility.

Congress recognized that the employment verification requirements and potential employer sanctions might discourage some employers from hiring individuals who look or sound "foreign." Therefore, the INA also contains an anti-discrimination provision that prohibits immigration-related unfair employment practices. Employers who discriminate may be required to pay back wages and civil penalties and to hire or rehire the employee.

OFFICE OF SPECIAL COUNSEL FOR IMMIGRATION-RELATED UNFAIR EMPLOYMENT PRACTICES

OSC enforces the INA's anti-discrimination provision, which prohibits: citizenship status and

national origin discrimination with respect to hiring, firing or referring an individual for a fee¹, document abuse and retaliation.

Citizenship status discrimination: Citizenship status discrimination occurs when an employer treats individuals differently because of their citizenship or immigration status, or because the individual is perceived as looking or sounding "foreign." For example, an employer who refuses to hire aliens or has more stringent hiring requirements for aliens than for U.S. citizens may be committing citizenship status discrimination. Employers are also prohibited from refusing to hire refugees and asylees because their work authorization contains an expiration date.

National origin discrimination: National origin discrimination occurs when an employer treats individuals differently because of their place of birth, country of origin, ancestry, native language or accent. For national origin discrimination, OSC has jurisdiction over employers with four to 14 employees.

Document abuse: Employers commit document abuse when they request more or different documents than are required to establish a worker's identity and eligibility to work in the United States. Employers also commit document abuse when they reject documents that appear to be reasonably genuine upon their face. For example, employers may not require aliens to present a specific document to establish identity and eligibility to work while allowing citizens the opportunity to present the full range of acceptable documents.

Retaliation: It is also an immigration-related unfair employment practice for an employer to intimidate, threaten, coerce or retaliate against an individual who intends to or has filed a charge with OSC, or has provided testimony or otherwise assisted OSC in an investigation, proceeding or hearing.

Individuals who believe they have suffered discrimination may call the OSC's toll-free Worker Hotline at (800) 255-7688. OSC staff members (who have access to interpreters) can help callers and send them a charge form. OSC also can explain to employers how to avoid discriminating against workers. The Employer Hotline is (800) 255-8155. Agencies also may call either of these numbers with their questions or to request OSC's informational brochures and posters.

THE I-9 EMPLOYMENT ELIGIBILITY FORM

The Immigration and Naturalization Service (INS) developed the Form I-9 for employers to document

continued on page 5

HELPING VICTIMS OF TORTURE RECOVER

continued from page 3

diversity, we have subcontracted with some therapists who speak the languages of these countries. This adds another layer to the connection we're able to establish with our clients."

And that connection is the most important aspect of working with victims of torture, according to Anderson.

"You cannot break trusts with survivors of torture," she said. "It is imperative that you establish and maintain this trust with your client over the long haul. It may take a long, long time and many, many small advances before that client is willing and able to tell his story to you; his opening up to you is totally reliant upon his trust in you."

No victim of torture is going to walk into your office and just blurt out that he or she has been tortured, but there are signs that could help you determine if this is indeed the case, according to Anderson.

"If you suspect that a client has been a victim of torture, pay attention to the details, such as what his country of origin is, when he fled, why he fled, whether that country has a history of systematic torture," she said. "Then pay attention to family dynamics; sleep patterns; habits; and statements, such as, 'I used to be so smart in my country; I just can't

seem to learn English or understand American money.' All these things could be subtle clues to the client's past."

According to the International Red Cross and the Red Crescent Societies, 20 percent to 30 percent of the people who have fled from countries that have a history of systematic torture are victims of torture.

"That's a lot of people, when you think of all those thousands and thousands that fled a particular country," she said. "Chances are, you're going to be working with some of them at some point."

Anderson says that she and her staff are very willing to answer questions, conduct workshops and provide mentoring services for those agencies and/or individuals who are interested in learning more about working with victims of torture. The organization has many workshops and seminars coming up in the near future, but most of these are in the San Diego area.

For more information, call Anderson at (619) 278-2407.

"I know that torture can be a daunting field to get into, and that these stories are a lot to carry around, but the rewards are well worth it," she said. "I am very honored and proud to be a witness to these peoples' lives." ■

UNDERSTANDING INS FORM I-9

continued from page 4

that they are hiring individuals who are authorized to work in the United States.

Section 1: The employee should complete Section 1 of the Form I-9. The employee may be assisted by a translator. The employee must attest that he or she is work authorized and enter his or her signature and date where required.

Section 2: Employees are responsible for presenting documents that establish identity and employment eligibility. However, employees have the right to choose which document or combination of documents to present from the lists of acceptable documents on the back of the I-9 Form. Employees may present either one document from List A (2) (which establishes both identity and employment eligibility) or one document from List B (which establishes identity) and one document from List C (which establishes employment eligibility).

The employer is responsible for reviewing the document presented by the employee and then certifying that the document presented appears to be reasonably genuine and to belong to the employee. The employer may not refuse to accept valid documents or require an employee to present

a specific document, such as an INS-issued document, to be hired.

Section 3: In some cases, the employer is responsible for updating and reverifying some employees' work authorization. Generally, these are only those employees who have checked the third box in Section 1 stating that they are aliens authorized to work until a particular date. Employers should not reverify the work authorization of lawful permanent residents, even though their permanent resident (or green) card may contain an expiration date. To reverify work authorization, the employee must present one document from List A or one document from List C. However, just as with the initial hire, the employer may not require more or different documents or require a specific document from the employee.

FREQUENTLY ASKED QUESTIONS

- Q.** Must non-U.S. citizens provide an INS-issued document, such as Form I-688A, to fulfill the Form I-9 document requirements?
- A.** No. An individual who is not a U.S. citizen does not have to submit an INS-issued document if he or she can fulfill the Form I-9 requirements with

continued on page 11

TEACHING ESL TO REFUGEES AFTER SEPT. 11

continued from page 1

Great detail, which takes a lot of time, is probably not necessary.

- Give ample time for questions that students may have about current events.

Active listening, i.e., repeating back some portion of what you have heard, can be a tool for acknowledging that you have heard and understand what is being expressed.

- Provide factual information that is known; indicate when you do not know the answer to a question, and limit the amount of opinion or conjecture that you offer.

- The beginning of each day is a good time for acknowledging and briefly discussing news events. Take time before or after breaks if some particularly significant new event has occurred.

- If an interpreter is not available in the class or program, find an interpreter to convey essential information to students whose English is very limited.

- Give enough time to satisfy questions that arise, but proceed with a well-planned lesson as soon as possible.

- Students may not understand some terms being used in the context of the United States, but may have some assumptions based on their experiences in their native countries. Provide opportunities for questions related to the language being used in news casts and general conversation, as well as for clarification. (For example, in one program, a student from Africa asked what "national emergency" or "state of emergency" meant. The student's question was very telling, since in her experience, this term carried the image of police or army check points, armed soldiers conducting indiscriminate search and imposed curfews.)
- Do not use the current crisis as content or context for lessons. Separate the brief discussions of events from the lessons.
- Be aware of reactions from students. Concern and even expressions of fear are normal, and it is probably a positive sign if students are willing to discuss these in the safe space of the classroom. However, if students seem unduly agitated or cannot proceed with the lesson, you may want to suggest they talk with someone outside class.
- Notice when students are having difficulty concentrating, are complaining of physical problems, such as stomachaches and headaches, or are absent without explanation from class. This may be more typical of recent refugees who are still acculturating to new surroundings, but such

symptoms may increase in the face of ongoing news coverage.

- If you do not know a referral source in your community who is knowledgeable about refugee mental-health concerns, find out immediately by calling the state refugee office or a voluntary agency that resettles refugees. (A list of Centers for Survivors of Torture, funded by the Office of Refugee Resettlement is a sidebar to this story.)
- Often, the most helpful action is to LISTEN. Listen and acknowledge fear, concern or pain. Do not minimize the situation or overreact -- just listen.
- Active listening, i.e., repeating back some portion of what you have heard, can be a tool for acknowledging that you have heard and understand what is being expressed.
- Beware of imposing your own feelings on the students. Acknowledge that their feelings of horror, fear and uncertainty are normal, but take care not to make these feelings even more intense through sharing your own.
- Resume a normal class mode as much as possible, and build a classroom community that provides a safe space for students.
- Remember that people respond to a crisis in different time frames. Events may trigger responses differently throughout the crisis period. Students may surprise you with what they say or when they seem to become concerned.
- Take time to think and to find space to deal with your own reactions to events.

DEBRIEFING WITH TEACHERS AND OTHER STAFF

Everyone has been affected by the recent events and will have reactions during the coming weeks and months. Each person will experience his/her own personal time frame and mode of reacting and coping. At the Spring Institute, staff met together later that day to debrief the events of Sept. 11. Some staff were more ready than others for this exercise together. Recognize that there will be ongoing need to pay attention to specific reactions and needs if we are to heal and stay healthy to continue to serve our students and clients.

Following is the outline of a possible process that can be used for working through events as a staff group. It is strongly recommended that either a mental-health group facilitator or a very experienced facilitator lead the group process, and that only tight-knit groups work together in this manner. Because the goal is to focus on feelings, rather than political rhetoric, an outside facilitator can be helpful in that role. If a facilitator is unavailable, establish "ground rules" for sharing thoughts and feelings, e.g., using "I" statements to describe emotions and setting up a

“safe space” to talk. Ensuring confidentiality of the discussion is also important. Groups who stray into politics may make the situation more uncomfortable for everyone.

- Get teachers and other staff together to share reactions, discuss feelings and process the traumatic event.
- As a group, talk about the experience of the event:
 - How did each person receive the news?
 - What were the emotions and thoughts?
 - How did individuals respond?
- Typical responses immediately following or continuing after the event include:
 - A strong desire to be with family.
 - Difficulty in coming to work or staying focused once there.
 - Being “glued to” the television.
 - Wanting to get away (go outdoors, take a break) but being unable to leave.
 - Mentally replaying horrific images.
 - Sleeplessness, irritability and difficulty in concentrating.
- Discuss practical steps to address concerns, including any safety issues. Provide reminders about the value of getting professional help if needed.
- Identify concerns related to students and discuss strategies for dealing with them. Key questions will arise quickly, particularly over safety and concern about the future.
- Continue to provide opportunities to come together in small or larger groups to discuss events, share emotions and find ways to work with students appropriately in terms of their questions and concerns.
- Enhance partnerships and networking with other agencies and organizations serving refugees or others that may be able to help, such as mental-health groups.

CARING FOR ONESELF

Seeing and listening to horror produces images in the mind and can leave one with a sense of bewilderment. The effects of “being on overload” with what you see and hear may be both obvious and subtle. An additional cause of stress is not only listening to stories of horror, but also becoming involved in the well-being of other individuals experiencing trauma. It is not easy to endure feeling helpless, and people may go to great lengths to defend themselves against this feeling. Listening to expressions of pain and fear is exhausting. It can produce fatigue which can inhibit normal reactions and make it difficult to remain professional. Teachers and other staff must take care to monitor their own

stress level if they are to continue doing a professional job of assisting students and clients.

Coping strategies:

- Recognize what you are experiencing.
- Prioritize which problems need to be addressed first.
- Identify your coping skills.
- Try to be patient with changes in your emotional state.
- Ask for support from people who care about you and who will listen and empathize with your situation.
- Keep in mind that your typical support system may be weakened, because those close to you have also experienced or witnessed the traumatic events.
- Become knowledgeable about what to expect as a result of trauma.
- Avoid major life decisions, such as changing careers or jobs, if possible, because these activities tend to be highly stressful in themselves.

Keep in mind well-accepted stress-management strategies:

- Cry.
- Vigorous exercise, such as jogging, aerobics, bicycling, walking, swimming.
- Relaxation exercises, such as yoga, stretching, massage.
- Humor (even though this may be very difficult in times of trauma).
- Prayer or meditation.

Remember that most of your reactions (and those of your students) are normal reactions to extremely abnormal stress. Experience shows that people are incredibly resilient, and that even the worst traumas and crises can lead to empowering transformations.

WHAT IS A CRISIS?

Crisis can be understood as a response to an unexpected and/or overwhelming experience that disrupts one's present relationship to the world and sense of mastery.

ACUTE MOMENT OF VULNERABILITY

A crisis, by definition, lasts from one to several weeks and is characterized by an acute period of active disorganization. If there is a failure to adapt to the crisis situation, a person will develop symptoms that are indicative of continued suffering and difficulty in coping.

CRISIS CYCLE

- In the initial stage, you are confronted by a stressful experience that gives rise to tension, frustration and anxiety. You try to cope with the stress using your traditional ways of solving

continued on page 10

Remember that most of your reactions (and those of your students) are normal reactions to extremely abnormal stress.

PRESIDENTIAL DETERMINATION

The Office of Refugee Resettlement issued State Letter 01-31 Dec. 5, concerning the 2002 Presidential Determination and Steps Taken by the ORR to Address the Impact of Sept. 11 on Refugee Communities.

Nguyen Van Hanh, Ph.D., Director,
Office of Refugee Resettlement

THE FFY 2002 PRESIDENTIAL DETERMINATION

On Nov. 21, 2001, the president signed Presidential Determination No. 2002-04 that authorizes the admission of up to 70,000 refugees during federal fiscal year 2002.

As a result of the terrorist attacks of Sept. 11, the Department of State has implemented additional overseas security checks for refugees entering the United States during FFY 2002. These include:

1. Requiring that photographs of refugees be taken on site at Overseas Processing Entities.
2. Conducting security checks on applicants for refugee status prior to interviews with Immigration and Naturalization officers.
3. Returning all approved Priority Three and Priority Four cases for an INS anti-fraud and security review.

It is anticipated that as soon as the new overseas security procedures are in place, the International Organization for Migration will begin booking travel arrangements for new refugee arrivals.

ORR RESPONSE TO EVENTS OF SEPT. 11

In response to the events of Sept. 11, 2001, which have had profound effects on refugee families and communities, the ORR has taken the two following steps to address the needs created directly or indirectly from these events.

1. Matching grant response

ORR has agreed to allow matching grant agencies to draw down federal funds in the absence of refugee arrivals during the last three months of calendar year 2001 to keep their infrastructure intact and to provide for additional services and goods to MG clients who have lost their jobs.

Key aspects of ORR's response to the MG agencies are as follows:

- ORR will hold harmless all MG agencies for meeting the 75 percent threshold for enrollees at this time.
- ORR will allow MG agencies to draw down at a rate of \$1,000 per capita in federal funds for any shortfall in enrollments during the hiatus in arrivals for CY 2001 up to the approved projected

continued on page 9

*Refugees who have
been in the United
States longer than 60
months (five years),
but have not attained
U.S. citizenship,
may receive social
services from
refugee providers.*

REFUGEE ARTICLE QUOTED

In a recent article in *The Arizona Republic*, titled "Refugee dream in limbo," both Craig Thoresen, director of the refugee resettlement program for Lutheran Social Ministry of the Southwest, and Robin Dunn-Marcos, regional director of the International Rescue Committee, were interviewed and quoted.

"Who would have known how quickly this one event could turn our world upside down?" Thoresen was quoted as saying.

"The group is working to bring 140 refugees from Cuba, Vietnam, Africa and the former Yugoslavia," the article went on to say.

"The International Rescue Committee, also in Phoenix, has more than 200 refugees waiting in the pipeline to come to Arizona.

"Robin Dunn-Marcos, regional director of the IRC, said she is also concerned about future applications. 'Every single number represents a human in need. ... The biggest concern by far are the refugees sitting overseas in need of protection.'

"They stand no chance, at least until INS agents go back to international camps,' she said. The earliest she predicts new approvals will get here is late summer or fall.

"Fewer people to help means less work for aid organizations. And in an already tough economic climate, that equals fewer jobs. 'We're operating at a huge deficit right now,' Dunn-Marcos said.

Both IRC and Lutheran Social Ministry have laid off three workers each. Other vacancies were not filled, and still more layoffs could be possible.

"That's just one more piece of bad news for refugees in Arizona, whose confidence in reuniting with their families here is already eroding."

The article was written about President Bush's Presidential Determination to allow 70,000 refugees into the country during federal fiscal 2002.

Thank you, Craig and Robin, for helping to draw attention to the plight of refugees since Sept. 11.

For the complete article, please see *The Arizona Republic*, Dec. 27, page A1. ■

ORR'S RESPONSE

continued from page 8

enrollment figure. For clients enrolled, agencies will continue to draw down the full complement of federal funds and match those funds per the approved CY 2001 budgets.

- ORR will continue to require MG agencies to match all federal funds drawn down at the matching rate of \$1 in match for each \$2 in federal funds. Note that the match requirements of at least 20 percent in cash and no less than 80 percent in in-kind goods and services still apply.
- ORR will allow MG agencies to carry forward to CY 2002 the unexpended CY 2001 balances which will not be used for transitional cash or rent due to no (or low) refugee arrivals during the period from Oct. 1 to Dec. 31, 2001. These CY 2001 unexpended funds will be used to offset CY 2002 awards.

2. Blanket waiver of 45 CFR 400.152(b) regarding the five-year (60-month) limitation on use of social services formula funding during FFY 2002

For grantees under the state-administered program, the replacement designee provision and the Wilson/Fish Alternative program, this letter serves as notice to all FFY 2001 recipients of social services formula allocations that effective with receipt of this letter and for the remainder of FFY 2002 (until Sept. 30, 2002), the director of ORR has waived the five-year (60-month) limitation on social services. Refugees who have been in the United States longer than 60 months (five years), but have not attained U.S. citizenship, may receive social services from refugee providers. These services may include all services listed under 45 CFR 400.154 and 400.155, except 400.155(h), which refers to "any additional service, upon submission to and approval by the director of ORR, aimed at strengthening and supporting the ability of a refugee individual, family or refugee community to achieve and maintain economic self-sufficiency, family stability or community integration, which has been demonstrated as effective and is not available from any other funding source." This requires a separate waiver from the director of ORR.

ORR will share information with the states and other major stake holder groups as the information becomes available. ORR has delayed decisions on funding until ORR has received its FFY 2002 appropriation from Congress.

For further details regarding this State Letter, please contact Carmel Clay-Thompson at (202) 401-4557 or Gayle Smith at (202) 205-3590. ■

COPING WITH EVENTS

by Carmel Clay Thompson, Acting Director, Office of Refugee Resettlement

As we all struggle to understand personally the scope of the tragedy of Sept. 11, we also consider the effect of these events on refugees and on the programs that support their resettlement here. The strength of the U.S. domestic refugee resettlement program has always been the commitment and quality of work that ORR's resettlement partners provide directly to refugees at the local level. This is ever more true today, as we begin to realize the impact on refugees from these events in terms of their personal trauma, their resettlement progress and how it may affect future arrival numbers. In light of this, Dr. Nguyen Van Hanh, currently serving as senior advisor to the Secretary of Health and Human Services [now the director of the ORR], and I write to relate what we have learned so far of the impact and to describe some of the steps we are taking to ensure a strong and resilient resettlement program.

We understand that approximately 100 refugees in New York City, who were hotel management trainees, were working at the World Trade Center on Sept. 11. They were fortunate to survive the horror, but are severely traumatized. A former refugee working at the Pentagon is among those missing and presumed dead. Refugees who were not at the sites of destruction are also affected by the triggering of memories of war and refugee experiences. The Administration for Children and Families (ACF) and ORR will be assisting the New York refugee program with emergency funding to help continue the operation of additional and necessary services in New York City. In addition, we have worked with other ACF programs to develop a guide for helping children cope with the disaster, and we encourage you to share this with all providers.

This is a time to assess the impact on programs and services, to work with mental health and educational leaders, as well as those who protect and provide security in our communities. It is also a time to consider new partnerships with these organizations. State coordinators may want to convene their advisory groups and service providers to gather information on the effect of the disaster on refugee children, on refugees who may be experiencing personal trauma, on potential or real economic hardships and on ways in which refugee organizations are responding to these situations. We at ORR welcome news from the field and

continued on page 12

TEACHING ESL DURING TIMES OF CRISIS

continued from page 7

problems and other techniques that normally restore psychological equilibrium.

- In the second stage, the initial problem or threat persists which leads to a further rise in tension, and you become upset or distressed. At this point, you are likely to resort to trial-and-error attempts to restore psychological equilibrium, though these are frequently ineffectual and carried out in a disorganized way.
- The third stage is characterized by the continued failure to restore the previous level of balance or equilibrium. Symptoms start to develop.
- In the fourth stage, the problem or threat is either overcome, or it cannot be overcome or avoided. The result is either the gaining of stability again or a period of "active crisis" in which there is confusion, bewilderment, anxiety and mental pain. At this point, tension mounts beyond your breaking point, and you may experience exhaustion and major personality or psychic disorganization. In this stage, you may lack a sense of reality or orientation to the world.

Crisis is not a pathological state, but rather a struggle for adjustment and adaptation. It also presents opportunities for personal growth, as well as possibilities for serious psychological distress. Thus,

the eventual outcome of crisis may leave a person in a better or poorer state of functioning. Where there is resolution of the crisis and learning from the experience, one gains insight into how to cope with life. The challenge is learning new coping strategies, as well as managing anxiety and accepting losses involved in the crises.

THE EXPERIENCE

Common emotions during crisis include feelings of: shock, bewilderment, agitation, dread, apathy, fear, uneasiness, apprehension, confusion, emotional numbness, panic desperation, helplessness, depression or anger. At a thinking level, a person is likely to find his/her judgment is poorer, may experience difficulties in concentration and become absent-minded. Intrusive memories (or flashbacks) may also occur.

For more information, call (303) 863-0178.

Myrna Ann Adkins is with the Spring Institute. Erik Harper is with the Rocky Mountain Survivors' Center. The authors wish to acknowledge the help of Burna Dunn, project director for the Technical Assistance for English Language Training Project 2001-2002; Pamela Herrlein; Drika Taylor; Chris Tombari; and the staff of Spring Institute.

OFFICE OF REFUGEE RESETTLEMENT TREATMENT CENTERS FOR TORTURE VICTIMS IN ARIZONA, NEIGHBORING STATES

There are 18 offices supported by ORR throughout the country, two of which are in Arizona. We have also listed those in states surrounding Arizona.

Patricia Moylan, Coordinator
Phoenix Arizona Area Survivors of Torture
Catholic Social Services
1825 W. Northern Ave.
Phoenix, AZ 85021
(602) 997-6105, ext. 3311

The Center for the Prevention and Resolution of
Violence
(520) 628-7525

Amor Santiago, Executive Director
Asian Americans for Community Involvement
2400 Moorpark Ave.
San Jose, CA 95128
(408) 975-2766
E-mail: amorsantiago@msn.com

Stan Lieberman, Project Director
Program for Torture Victims
7507 Sunset Blvd., No. 211
Los Angeles, CA 90046
(818) 704-1352
E-mail: DrStanL@prodigy.net

Kathi Anderson, Executive Director
Survivors of Torture International
San Diego, CA 92175
(619) 582-9018
E-mail: SOTI@home.com

Paul Stein, Executive Director
Rocky Mountain Survivor Center
1547 Gaylord St., No. 100
Denver, CO 80206
(303) 321-3314
E-mail: rmssc@earthlink.net ■

EMPLOYEE ELIGIBILITY FORM I-9 EXPLAINED

continued from page 5

other documents. For example, an asylee with a state driver's license (List B document) and an unrestricted Social Security card (List C document) fulfills the Form I-9 requirements and may not be required to present an INS-issued document. If the employer did require an INS-issued document after the asylee had submitted documents fulfilling the Form I-9 requirements, it would be considered document abuse.

Q. What should an individual do if an employer demands an INS employment authorization document, but the employee has other documents that fulfill the Form I-9 requirements?

A. An individual should consider providing the requested document to safeguard his or her employment. An individual may also contact OSC's Worker Hotline at (800) 255-7688 for assistance.

Q. What is the "receipt rule" for refugees?

A. Although an individual normally must submit a document from List A, or one document from List B and one document from List C, under the "receipt rule" for refugees, a refugee may meet the Form I-9 requirements by presenting to his or her employer the departure portion of the Form I-94, containing a refugee admission stamp. This submission only completes the Form I-9 temporarily. Within 90 days, the refugee must provide the employer with either an unrestricted Social Security card and a List B document or an employment authorization document issued by the INS.

Q. Is a Form I-94 with a refugee or asylee stamp considered an "unexpired employment authorization document issued by the Service" (other than those listed under List A) in List C?

A. Yes. The Form I-94 with a refugee or asylee stamp is considered an "unexpired employment authorization document issued by the Service" (other than those listed under List A) in List C.

Q. Does the "receipt rule" for refugees also apply to asylees?

A. No. This rule applies only to refugees. It does not apply to asylees.

Q. Does an employee need to submit the same proof of identity and employment eligibility at reverification as on the initial Form I-9?

A. No. An employee may present a document that shows either an extension of his or her initial employment authorization or a new document evidencing work authorization, including an unrestricted Social Security card.

Q. Can an employer refuse to hire an individual because the individual's document has an expiration date?

A. No. Consideration of a future employment authorization expiration date in determining whether an individual is qualified for a particular job could be an unfair immigration-related employment practice.

If you have additional questions regarding the Form I-9, employment eligibility requirements or immigration-related unfair employment practices, please contact the Office of Special Counsel at (202) 616-5594, (800) 255-8155 or (800) 362-2735 (TDD).

Notes:

¹ Referring an individual for a fee relates to employment referral services.

² The Illegal Immigration Reform and Immigrant Responsibility Act of 1996 (IIRIRA) required a reduction in the number of acceptable I-9 documents. To conform with IIRIRA, the INS issued an interim rule, which is now in effect. The interim rule eliminated four documents from List A. However, because the Form I-9 has yet to be modified to reflect that change, recommends that employers continue to use the Lists A, B and C as they appear on the back of the Form I-9. The INS will not sanction employers that continue to accept the full range of documents identified on the Form I-9. ■

PAST PROGRAM FUNDED

continued from page 1

"In central Arizona, an estimated 139,000 people represent the populations at greatest risk to have experienced torture including refugees, immigrants and others seeking political asylum," said Patricia Moylan, coordinator of the PAST program. "It is estimated that at least 5 percent, or about 6,950 people from these populations, are survivors of torture and currently have little or no access to comprehensive specialized services to meet their unique needs."

Moylan, who has master's-level training and experience working with refugees, and the rest of the staff, including interpreters, are entirely bilingual and bicultural. Thus far, the staff consists of Moylan and two part-time, community-based bilingual case workers.

Additionally, the program has a strong network of volunteer professionals, including physicians and lawyers. The network utilizes the services of Doctors of the World, The Iraqi Association, Refugee Women United for Progress and The Hope Clinic at Phoenix Baptist Hospital.

"Though our case load is relatively small at this time, we are building our relationships with our partner agencies," said Moylan. "We look forward to helping refugees, immigrants, asylees and people who have suffered violence in their countries of origin or in the process of migrating to the United States."

For more information about the PAST program, please call Patricia Moylan at (602) 997-6105, ext. 3344 or e-mail her at pmoylan@diocesephoenix.org. ■

LETTER FROM ORR ABOUT SEPT. 11

continued from page 9

encourage you to provide information on the repercussions of Sept. 11 events through your ORR project officer or state analyst. We are particularly concerned with the effects of these events on refugee children.

Since the Sept. 11 terrorist attacks, ORR has heard of incidents of employment discrimination, bias and intimidation against refugees and other individuals perceived to be of Middle Eastern descent. ORR recommends that providers refer their clients to the appropriate government offices or community-based organizations for assistance. If an individual has been discriminated against by an employer because of race, religion or national origin, the individual may call the U.S. Equal Employment Opportunity Commission (EEOC) at (800) 669-4000. The Office of Special Counsel for Immigration Related Unfair Employment Practices (OSC) protects work-authorized individuals from employment discrimination based on their citizenship or immigration status and their national origin (for people working in businesses with four to 14 employees). OSC's Worker Hotline is (800) 255-7688. Individuals also may go to the U.S. Department

of Justice, Civil Rights Division's Web site at www.usdoj.gov/crt for information about addressing discrimination related to housing, education, access to government services and law enforcement.

Finally, as part of our responsibilities under the U.S. Repatriate Program, we are preparing contingency plans for the return and reception of American citizens in the event they are forced to return to the United States from abroad as a result of international tensions or conflict. We will work closely with those of you who also carry similar responsibilities for the State's Repatriate Program.

A major challenge for all of us is to preserve and protect the humanitarian principles that guide U.S. immigration policy and, specifically, the refugee program, while guarding our national security. We at ORR are committed to keeping you informed of events and issues that may impact the refugee program. Together, we will move through and beyond this tragedy to find new ways of preserving the principles which underlie our welcome to refugees fleeing similar tragedies. ■

Arizona Department of Economic Security
Community Services Administration
1789 W. Jefferson St.
P.O. Box 6123, Site Code 086Z
Phoenix, AZ 85005

PRESORTED
STANDARD
U.S. POSTAGE PAID
SCOTTSDALE, AZ
PERMIT NO. 195